

EMERGENCY MANAGEMENT PLAN

METROPOLITAN ATLANTA RAPID TRANSIT AUTHORITY



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**For the
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EMERGENCY MANAGEMENT PLAN
Issue and Revision Control Form

Date	Action	Affected Pages	Summary of Changes	Approved by	Effective Date
Dec., 99	Issued	All	Original	Lawrence M. Engleman Director of Safety	Dec., 1999

Memorandum



FROM: Richard J. Simonetta
General Manager/CEO

SUBJECT: Emergency Management Policy

DATE: December, 1999

The Metropolitan Atlanta Rapid Transit Authority (MARTA) is committed to provide comprehensive, quality, public transportation services in a safe and cost effective manner. This mission cannot be fulfilled unless safety is an integral part of our environment, our lives, and our workplace.

MARTA and its counterparts throughout the nation are subject to emergencies and disasters that can threaten a safe and secure environment for travel. Experience has shown that responding to such emergencies is one of the most difficult and complex tasks performed in the transit environment. During an emergency, personnel from many MARTA departments must coordinate with personnel from various external agencies in a situation where unpredictability is the only certainty and where passengers and most employees are in a threatening and unfamiliar situation.

Emergency situations can be a matter of life and death. They bring together individuals from distinct and different organizations, giving them the common responsibility to manage the incident. Personnel may be called upon to perform such tasks as providing first response aid, rescuing or evacuating passengers, extinguishing fires, controlling crowds, repairing track and wayside structures, and restoring service. How well we respond to such an emergency circumstance and how well we work together can impact injuries as well as lives.

To meet these challenges, MARTA's Emergency Management Policy is:

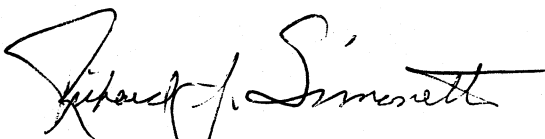
1. To manage activities in preparation for an emergency incident and set up an organizational structure that will respond to emergencies and incidents.

2. To instill familiarity with the MARTA Emergency Management Plan and the Emergency Response Procedures in all Authority employees, contractor personnel, and agencies and organizations that participate in emergency response.
3. To establish an overall management system and guidelines for effectively handling critical incidents that affect passengers, employees, facilities, equipment, service, and the safety of the Metropolitan Atlanta community.
4. The Authority shall comply with local, state, and federal requirements during emergency conditions for the safety of its transportation system.

To assist in the implementation of this policy, MARTA has developed an **Emergency Management Plan (EMP)** based on industry "best practices." The Plan is intended to serve as a reference for all of MARTA's managers in the handling of emergencies and to identify the activities and organizations required for the effective management of emergencies.

This Emergency Management Plan is a living document that serves as the basis for all of our responses to the most difficult situations we will be called upon to face, and to do so promptly, efficiently, and effectively.

With your continued support and commitment to safety, and the guidance provided by the EMP, MARTA's mission will be a reality, and we can continue to provide the people of Metropolitan Atlanta with the transportation services that they deserve.



Richard J. Simonetta
General Manager/CEO

DEFINITIONS AND ACRONYMS

Accident - An unforeseen event or occurrence that results in injury or property damage

ADA - The US Government's Americans with Disabilities Act which specifies requirements for the accommodation of disabled individuals

Block Number - A unique identifying number for a section of a route covered by a MARTA bus in passenger service

Bus Communications Center (BCC) - MARTA's central control and communications center for bus operations

Collision - An accident involving the coming together of a bus or train with one or more other vehicles or a stationary object

Command Post - A location at the site of an incident designated as the place from which the incident will be managed and through which all activities and communications will be coordinated

Communications Officer - The MARTA manager charged with the responsibility for all public and press communications during an emergency situation

Customer Information Center (CIC) - MARTA's central location for customer information

De-energization - The removal of electrical power from a specific section of MARTA's third rail system

Derailment - The condition of rolling equipment leaving the rails

Designated Control Point - The MARTA incident specific control point designated by the procedure in effect for the particular incident; the Designated Control Point will usually be either Bus Communications (BC), Rail Service Control Center (RSCC), Police Communications (PC), or Customer Information Center (CIC)

Disaster - An event, incident, or combination of incidents, not necessarily related to MARTA operations, that causes multiple injuries or wide-spread property damage on the MARTA system or in the Metropolitan Atlanta area

Emergency - A situation on the MARTA system that results, or has the potential to result, in injury or property damage and for which a response to ameliorate is required

Emergency Management Plan (EMP) - The MARTA Plan that describes the management of emergency situations

Emergency Operations Center (EOC) - Portion of the Candler Park Police building staffed by representatives from various MARTA offices to serve as an information coordination point during special events or emergencies.

Emergency Medical Services (EMS) - The emergency medical response agency in any jurisdiction served by MARTA

Emergency Operating Procedure (EOP) - Any MARTA procedure that details procedures to be followed when normal operations are not possible

Emergency Response Procedure (ERP) - Any MARTA procedure that details procedures to be followed in responding to a specific emergency situation and managing it to a satisfactory resolution

Employee Assistance Program (EAP) - MARTA's Employee Assistance Program

Evacuation of Passengers - The controlled removal of passengers from a MARTA bus or train during an emergency situation

Fire Department (FD) - The fire response agency in any jurisdiction served by MARTA

Incident - A non-normal occurrence on the MARTA system

Incident Commander - The individual responsible to manage a specific incident, as defined by the procedure covering the incident

MARTA System - All bus and rail equipment, right of way, routes, support equipment and facilities, and buildings and real estate belonging to or operated by MARTA

Memorandum of Understanding (MOU) - A formal written agreement between MARTA and a participating agency, or between agencies, which defines respective roles during emergency situations

Notification - The formal advising, by voice or in writing, of specific information about an incident by the process described in the emergency response procedure governing the incident

Participating Agency - Any fire, police, medical, governmental, or humanitarian agency that participates in any portion of a MARTA emergency response

Police Communications (PC) - MARTA's central control and communications center for police operations

Police Department (PD) - The police agency in any jurisdiction served by MARTA

Rail Service Control Center (RSCC) - MARTA's central control and communications center for rail operations

Responding Agency - Any fire, police, medical, governmental, or humanitarian agency that has a direct response function to a MARTA emergency, as defined in any MARTA emergency response procedure

Route Number - A unique identifying number for a terminal to terminal route covered by a MARTA bus or train in passenger service

Station - A specific stopping location where a MARTA train, and in some cases buses, boards and discharges passengers

Supervisor - A MARTA manager who will have specific responsibilities in an emergency situation; Supervisor will refer to either a Line Supervisor (Rail), a Street Supervisor (Bus), or a Police Supervisor, as defined by the emergency response procedure governing a specific incident

System Safety - The application of operating, technical, and management techniques and principles to the safety aspects of a system throughout its life to reduce hazards to the lowest level possible through the most effective use of available resources

System Safety Program Plan (SSPP) - The MARTA Plan that describes the management of system safety

System Security Program Plan (SSecPP) - The MARTA Plan that describes the management of system security

Third Rail - A rail mounted on insulators alongside the running rail which provides traction power for train operation (at 750 Volts D. C. for MARTA)

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SECTION 1

SCOPE

1.0 SCOPE

This Emergency Management Plan (EMP) defines the operating and management principles used to prepare MARTA for emergency situations, to enable MARTA to provide effective and timely response, and to systematically document lessons learned in order to continuously improve the Plan.

The MARTA Police Department, being a nationally accredited and State certified police force, is not subject to the provisions of this Plan for the purposes of law enforcement activities or major emergencies resulting from criminal activity.

The EMP also establishes a formal process for the development, review, revision, and reissuance of documents, whole or in part, relating to emergency planning and procedures.

The scope of the EMP includes the management of activities in three main areas:

1. Planning and preparing for emergencies
2. Providing a management structure for responding to emergencies/incidents
3. Identifying lessons learned from both preparedness planning and from actual emergency experiences to incorporate them into the EMP

MARTA's emergency management process therefore has three interrelated phases: a planning/preparation phase, a response phase, and an organizational learning phase.

1.1 Planning and Preparation Phase

Careful, thorough advanced planning is required in order to respond to an emergency in a timely and effective manner. MARTA's written emergency procedures and agreements with other organizations, which specify jurisdictional boundaries, chain of command, coordinated communications, and training, provide management with the tools necessary for effective response.

MARTA's preparedness will directly affect its ability to respond in an emergency situation; it must include:

- Development of emergency response policies and procedures that are consistent across MARTA and participating agencies
- Clearly defined roles and responsibilities for all parties involved in a MARTA emergency
- Knowledge of the location and proper use of emergency equipment
- Inclusion of emergency features in systems and vehicle design
- Drills and simulations of emergencies
- Training of MARTA employees and appropriate employees from participating agencies

1.2 Incident Management Phase

Effective incident management requires an organizational structure and procedures that will go into effect at the time of an emergency. The details of managing an incident include:

1. Reporting the incident
2. Evaluating and establishing the parameters of the incident
3. Notifying emergency response personnel
4. Dispatching of necessary personnel and equipment to the scene
5. Coordinating activities of all emergency response personnel
6. Assessing the incident scene
7. Protecting passengers, personnel, and equipment at the incident site

8. Determining emergency care needs and establishing priorities for evacuation/repair/restoration of service
9. Maintaining the maximum possible service level
10. Determining resources (of MARTA and other participating agencies) to meet emergency priorities
11. Dispatching necessary resources
12. Evacuating passengers
13. Restoring normal operations
14. Debriefing personnel from all departments and participating agencies
15. Documenting lessons learned from an emergency situation
16. Incorporating lessons learned into the EMP and other elements of MARTA's operations and safety programs

1.3 Organizational Learning Phase

Organizational learning is the means by which improvements are made in the response to future emergencies. Improved emergency management will be realized by incorporating lessons learned from emergency drills and actual incidents into the EMP. A significant part of this effort is the reassessment and adjustment of emergency response procedures.

The last three steps of the Incident Management Phase (above) are elements that ensure organizational learning.

1.4 The Contents of the Emergency Management Plan

The following EMP sections describe the requisites for MARTA personnel in managing safety.

Emergency Management Policy Statement

Definitions and Acronyms

Section 1.0 - Scope: describes the range and limits of the EMP and the phases of emergency management

Section 2.0 - Goals and Objectives: describes the purposes of the plan

Section 3.0 - Authority: identifies the owner of the plan and jurisdictional and legal issues

Section 4.0 - Interfaces: describes the relationship between the EMP and other safety documentation, operating procedures, and other relevant material; also discusses MARTA's written documentation in relation to plans of other external organizations

Section 5.0 - Participating Agencies: identifies outside participating agencies, key personnel, notification, procedures, agreements, functions and responsibilities, and the like

Section 6.0 - Communication and Coordination: describes the means, protocols, and coordination required among MARTA and other organizations, including responding agencies, regulatory and oversight organizations; also includes procedures for handling the incident

Section 7.0 - Disaster Planning: describes MARTA's role in planning for regional disasters

Section 8.0 - Incident Management: describes the steps required to properly manage an incident .

Section 9.0 - Incident Evaluation: details the post-incident evaluation process

Section 10. - Public/Media Information: describes the proactive and reactive aspects of public relations

Section 11.0 - ADA Considerations: addresses the ADA requirements and the accommodating of persons with disabilities during emergency situations

Section 12.0 - Training and Emergency Preparedness Drills: addresses the employee requirements needed to respond effectively to emergency incidents

Section 13.0 - Plan Management: describes the responsibilities for managing the EMP, updating, and controlling the document

Section 14.0 - References: Lists references needed to handle emergencies

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SECTION 2

GOALS AND OBJECTIVES

2.0 GOALS AND OBJECTIVES

The purpose of the EMP is to prepare MARTA to effectively manage emergencies when they occur. It provides the basis for policies and procedures that will minimize the injuries and loss of property in such events. The plan utilizes existing resources, rules, and operating procedures of MARTA and of those of the outside responding agencies.

The goal of the EMP is to assure uniform operating policies and procedures for mobilizing MARTA and participating agency resources to assure rapid, controlled, and effective response to all emergencies. The degree of preparedness directly influences the outcome of an emergency situation.

MARTA's Emergency Management Plan defines management activities, controls, and plans, and a process to review accidents and incidents, that will:

1. Prepare for an integrated response by MARTA and supporting agencies
2. Allow mobilization for a coordinated response by these organizations
3. Facilitate recovery from emergencies and restoration of normal operations
4. Document learning from both training and emergencies that will result in improvements to the EMP and its related policies and procedures

The existence of this Emergency Management Plan alone is not sufficient to achieve these objectives. Additional requirements include:

- Top management support from MARTA and the participating organizations involved in a transit emergency
- Coordination among all participating agencies that may become involved in an emergency
- Communication protocols and notification processes to enhance the cooperation and coordination between MARTA and participating agencies
- An appreciation of "organizational learning" among all MARTA employees and the participating agencies

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SECTION 3

AUTHORITY

3.0 AUTHORITY

In 1965, the Georgia General Assembly passed the Metropolitan Atlanta Rapid Transit Authority Act which established a framework to organize Atlanta's first comprehensive rapid transit system. For the next seven years, MARTA worked to obtain passage of a local referendum to ensure funding and start-up of the system. In 1972, a 1% sales tax was adopted in Fulton and Dekalb counties to fund MARTA for the operation of the system. MARTA began operations in 1972, with the acquisition of the Atlanta Transit System, and began operating buses in the region. Rail service began on June 30, 1979.

Since 1975, MARTA has maintained a System Safety Program Plan (SSPP). Through delegation by the General Manager/CEO, the Office of Safety has been given the authority to develop, implement, and maintain the SSPP.

In 1998, MARTA embarked on the development of an Emergency Management Plan (EMP). The General Manager/CEO has the ultimate responsibility for the success of the Emergency Management Plan, and has delegated to the Director of Safety the authority to develop, implement, and maintain the EMP.

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SECTION 4

INTERFACES

4.0 INTERFACES

The EMP is one part of a larger systemwide MARTA safety program. The policies, procedures, and other materials that are part of that program are also essential elements of emergency management.

Emergency management begins with system planning; it continues through every phase of design, construction, testing, training, commissioning, and operations, and ends with the functions addressed in this Plan: emergency response, restoration, review, and recommendations.

MARTA recognizes that the best way to deal with potential emergencies is to minimize their likelihood of occurrence. Despite our best efforts, however, situations will occur that threaten life and property. Therefore, it is necessary to design, maintain, and operate for mitigation of and response to emergencies.

Planning, design, and construction of the rail and bus system infrastructure and vehicles must comply with the MARTA System Safety Program Plan, the System Security Program Plan, and the Safety Verification Plan. Preventive maintenance must be performed according to procedures and schedules that optimize system and equipment reliability, minimizing the likelihood of failures that can lead to emergencies. Bus and Rail Operations must follow MARTA's operating procedures and Books of Rules. When changes or additions are made to the system, they must conform to MARTA's Configuration Management policies to assure that no additional uncertainties or unsafe conditions are unintentionally introduced.

These plans, policies, procedures, and rules are living documents, periodically reviewed and improved upon, as is the Emergency Management Plan. The recommendations following the formal review of an emergency response situation provide the needed feedback to interface with the other MARTA plans and procedures for their mutual improvement. Similarly, any changes to these other documents may impact aspects of the Emergency Management Plan.

Once an emergency actually occurs, external agencies become involved. Each agency has an understanding with MARTA on the nature of its response and the procedures to be followed. Most likely, these are documented in the internal plans and procedures of

each agency. Changes to MARTA's Emergency Management Plan may impact the plans of these outside agencies; similarly, changes by an external agency may impact MARTA's Emergency Management Plan.

4.1 Impact on Other MARTA Plans

This Emergency Management Plan requires that each approved recommendation arising out of an emergency response be evaluated for its impact on the following MARTA plans, policies, procedures, rules, and standards:

- System Safety Program Plan
- System Security Program Plan
- Safety Verification Plan
- Bus and Rail Operating Procedures
- Design Standards
- Configuration Management Policies
- Books of Rules
- Maintenance Standards and Procedures
- Related Training Programs and Syllabuses

The individual responsible for each of these documents also has the responsibility for assessing, resolving differences, and implementing recommendations into the appropriate plan, policy, procedure, rule or standard.

It is the responsibility of the Director of Safety to assure that these individuals are notified of changes to the EMP in accordance with Section 13.0 (Plan Management).

4.2 Impact on Emergency Management Plan by Other MARTA Plans

It is a requirement of the Emergency Management Plan that the Director of Safety review proposed changes to the plans, policies, procedures, rules, and standards identified in 4.1 to determine if there is an impact on the Emergency Management Plan.

The authorities responsible for these documents are required to notify the Director of Safety of such changes.

4.3 Impact on External Agency Plans

In addition to maintaining close, cooperative relationships with external agencies, the Director of Safety should solicit comments from outside agencies, and resolve any differences, concerning proposed changes to the Emergency Management Plan. Such communications are designed to enhance the effective handling of emergency responses.

4.4 Impact on Emergency Management Plan by External Agency Plans

Changes at an external agency, or in an external agency's plan, may impact MARTA's management of emergencies. It is a requirement of the Emergency Management Plan that the Director of Safety regularly communicate with emergency services agencies to assess and address any potential impact on the Emergency Management Plan.

4.5 Interface Maintenance

If any review or assessment in 4.1 through 4.4 indicates a potential conflict among plans, that conflict must be resolved in a mutually agreeable manner. The Director of Safety must reach agreement with the authorities responsible for other MARTA plans and with external agencies on revisions to the Emergency Management Plan that will continue to provide the highest level of safety while maintaining the ability to mitigate and respond to emergencies.

Once revisions are agreed upon, the Director of Safety will assess whether or not modifications to training programs, syllabuses, drills, or exercises are required. If necessary, such modifications will be an integral part of the Emergency Management Plan revision.

4.6 Bus and Rail Operating Procedures

The responsibilities and activities of MARTA's employees are described in detail in the bus and rail operating procedures. They include information covering normal operations, abnormal operations, and emergency situations. Procedures and guidelines are described for particular activities and for particular categories of employees. Because conditions vary for different emergency situations, the operating procedures provide latitude in their application for responding to unique conditions.

The following sections from MARTA's *Standard Operating Procedures for Rail Transportation* are especially relevant to the management of rail transit emergencies:

- Central Control Operations
- Mainline Operations
- Yard Operations
- Outline of Central Controller Functions
- Emergency Removal and Restoration of Third Rail Power
- Third Rail Power Faults
- Passenger Evacuation from Trains
- Crowd Control at Stations
- Fire and Smoke in a Tunnel
- Fire and Smoke on the Right-of-Way
- Fire and Smoke on Cars
- Fire and Smoke in Stations
- Fire, Smoke, Fumes or Explosion from Adjacent Properties
- Train Derailment
- Floods
- Collision – Mainline
- Collision – Yard
- Threats
- Sabotage
- Undesired Uncoupling – Train Separation
- Pull-Apart – Train Separation
- Manual Block
- Severe Weather
- General Summary of Responsibilities and Coordination

Procedures for bus emergencies are provided in MARTA's *Manual of Instructions, Operating Rules, and Discipline Code (Department of Transit Operations Bus Transportation Division)*.

4.7 System Safety Program Plan (SSPP)

MARTA's System Safety Program Plan integrates all of MARTA's safety-related activities. It includes planning, design, construction, testing, operations, and

maintenance. By defining safety-related activities, management controls, plans, and processes for monitoring, it assists in:

- Avoiding loss of life, injuries, and damage to property
- Fostering safety awareness in each MARTA employee and contractor
- Incorporating system safety principles for design, operation, and maintenance of equipment, facilities, and systems

The SSPP also describes the requirements for identifying, evaluating, and minimizing safety risks at MARTA during design, construction, testing, and operations.

Among sections of the SSPP that are directly relevant for managing emergencies are:

- Rail Training
- Bus Safety and Training
- Fire Protection
- Safety Information and Reporting
- Accident/Incident Reporting and Investigation
- Emergency Preparedness and Response
- Fire Protection
- Fire Protection, Equipment, and Life Saving Agreement
- Safety Information and Reporting

4.8 Books of Rules

The MARTA Bus and Rail Books of Rules are the documents that govern the conduct of all MARTA operations employees. The rules are specific; they are designed to assure the safety of passengers and employees when followed.

4.9 Guide for Responding to Major Accidents/Incidents in the MARTA Rail System

Developed by the Metropolitan Atlanta Rapid Transit Authority (MARTA) with the assistance of the Atlanta-Fulton County Emergency Management Agency and the Dekalb County Emergency Management Office, the Guide for Responding to Major Accidents/Incidents in the MARTA Rail System is designed to facilitate effective responses to MARTA emergencies involving trains, buses, stations, and facilities. It summarizes Fulton and Dekalb County Emergency Management Plans.

The purpose of this document is to encourage its use by emergency responders in developing plans and procedures in preparing for, responding to, and recovering from such disasters.

This Guide is an integral part of the Emergency Management Plan and will be reviewed and updated when changes are made in the Emergency Management Plan.

4.10 Compilation of Useful Information for Emergency Services

Detailed information concerning MARTA's rail stations, line sections, bus garages, traction power substations, and other facilities have been incorporated into this Compilation. The document contains details about the locations of fire protection and detection systems, communications systems, entrances and exits, and other system components. In addition, there is a discussion of the interface between MARTA and other emergency services, such as fire, rescue, and medical services. (The Compilation cannot substitute for the pre-planning and familiarization training sessions that MARTA provides for outside emergency services. It is, however, a useful supplement.)

This Compilation is an integral part of the Emergency Management Plan that will be reviewed and updated when changes are made to the Emergency Management Plan.

4.11 Emergency Response Procedures

Emergency response procedures describing, in detail, activities to be taken for specific emergencies, are a critical part of MARTA's Emergency Management Plan. They must be reviewed in conjunction with changes in other MARTA plans, policies, procedures, rules, or standards, and in conjunction with changes in the plans of external agencies. The procedure for handling each type of emergency must be reviewed and updated when changes are made in facilities and equipment and in the Emergency Management Plan, in another MARTA plan, or in an external agency plan.

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SECTION 5

PARTICIPATING AGENCIES

5.0 PARTICIPATING AGENCIES

Effective emergency management requires coordination among many different departments within MARTA. It also requires coordination of the activities of a multitude of external agencies. During and immediately after a major emergency, external agency involvement by one or more of the following organizations may be needed: police, fire, emergency medical services, hospitals, utilities (electric, gas, water, telephone), and emergency management agencies (local, regional, state). In addition, volunteer organizations, such as the Red Cross, may be on the scene to comfort and assist victims.

The roles of all MARTA participants and external participating agencies must be clearly understood by the manager of each incident. The Standard Operating Procedures, Emergency Response Plans, and other related plans, policies, and procedures define the roles of all MARTA departments. Written memorandums of understanding (MOUs) between external agencies and MARTA are desirable since they delineate the participation of each of the external agencies. Other less formal arrangements can work if they constitute a basis for understanding each agency's role.

5.1 Agency Agreements

It is not always possible to obtain written MOUs with external agencies. MARTA has reached tacit agreements with outside agencies with respect to the level of participation and resources to be supplied. Such agreements are useful and are documented in the Emergency Management Plan. Such documentation provides the necessary formalization of the agreement. This level of cooperation is tested during training exercises and emergency drills to familiarize all parties of each participant's role in advance of any actual emergency situation. A list of participating agencies and the resources they have to support emergency management is provided in Section 5.5.1.

5.2 Functions and Responsibilities

The functions and responsibilities of each MARTA organizational unit and each participating external agency are detailed in the individual Emergency Response Procedures for each type of emergency. Section 5.5 lists the agencies (generically) that may have some response role to emergency situations within their jurisdictional limits.

5.3 Jurisdictions

The MARTA bus and rail system passes through Fulton and Dekalb counties and the City of Atlanta. These jurisdictions are served by twenty-three police departments and seven fire jurisdictions. The geographic boundaries within which each agency is a primary responder is determined by local agreements. Occasionally, an emergency may be sufficiently severe (a multiple alarm fire or a situation with multiple injured riders) to require assistance from adjacent jurisdictions. Response will come from secondary and, where available, third level responders.

5.4 Response Protocols

The information derived from 5.2 and 5.3 is used in the individual Emergency Response Procedures to specifically identify individual agencies, agency contact persons, and phone numbers for each segment of the bus or rail system. The call lists contained in the Emergency Response Procedures, not those in the Emergency Management Plan, are used during an actual emergency.

5.5 External Agencies

External agencies that may have a role in the MARTA Emergency Management Plan are identified in this section. There are mutual aid agreements in effect among several jurisdictions that may affect the level of response to particular incidents. These agreements will be described, as necessary, in the relevant emergency response procedures.

5.5.1 Participating Agencies

Fire Services
Police Services
Emergency Management Agencies
Fulton-Dekalb Memorial Hospital (Grady Hospital)
Emergency Medical Services/Fire Rescue
Utility Services
Highways, Streets and Engineering Services
Parks and Recreation Services
American Red Cross
Salvation Army

5.5.2 Regulatory/Oversight Agencies

Federal Transit Administration
National Transportation Safety Board
Georgia Department of Transportation
Georgia Department of Labor

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SECTION 6

COMMUNICATION AND COORDINATION

6.0 COMMUNICATION AND COORDINATION

To respond to an emergency incident, which can occur anywhere on or near the MARTA system, the coordinated efforts of a variety of MARTA departments and external agencies may be required. To assure the efficient deployment and coordination of these efforts requires, in turn, clear, authoritative, and documented means of communication.

This section addresses these coordination and communication needs. It examines the four distinct first steps in responding to an emergency condition and the procedures necessary to put them into effect. The steps are:

1. Receive notification of the incident
2. Communicate the incident to relevant departments, agencies, and authorities
3. Assess the incident
4. Determine plan of action to handle the incident

This section concludes with discussions of key elements of a successful communication and coordination strategy and the tools that assist in the notification process. Procedures for each MARTA department will be developed by that department.

6.1 Receive Notification

MARTA becomes formally aware of an emergency situation when it has been observed by an employee in the normal course of his or her work or when it has been communicated to a MARTA employee by a passenger, official (including police and fire personnel), or member of the general public.

The MARTA employee so notified must act in accordance with MARTA's operating procedures. These, in conjunction with the employee's safety orientation training, specify details for:

- assessing the situation to determine the level of seriousness
- determining the appropriateness of immediate action, including notification

- determining whether further notification is necessary, and if so, whom to notify

The employee making any notification has been instructed to provide certain details, including the location, nature, and extent of the emergency. In those circumstances where the employee has been notified by a member of the public at large, the recipient of the call should follow the guidelines provided in the applicable emergency response procedure.

When an emergency is reported by a MARTA employee, the person receiving the call will determine the following, as relevant:

1. The identification of the caller
2. The reason for the notification
3. Vehicle block number and operator and driver badge number
4. Exact location of the emergency
 - Station and location
 - Road
 - Cross street
 - Direction headed
 - Landmarks
5. Type of emergency
 - Collision/derailment
 - Fire
 - Medical emergency
 - Mechanical emergency
6. Number of possible injuries
7. Extent of injuries
8. Whether emergency personnel have been notified
9. Time that the emergency occurred

6.2 Communicate Incident

Whenever a call is received, the recipient is to be guided by the operating procedures appropriate to the nature of the incident:

- Document initial information about the incident
- Contact MARTA police who, in turn, will contact participating agencies
- Dispatch a supervisor to the scene
- Notify all appropriate MARTA departments about the incident. MARTA departments include, but are not limited to:
 - MARTA Police
 - Rail Service Control Center (RSCC)
 - Bus Communications
 - Customer Information Center (CIC)
 - Office of Safety
 - Communications Office (Public Information)
 - Customer Services
 - Facilities Maintenance
 - Risk Management
 - Rail Maintenance
 - Bus Maintenance
 - Employee Assistance Program Office
- Maintain detailed record of activity

Through the action of the central controller and MARTA police, all affected departments and participating agencies will be made aware of the emergency situation.

6.3 Assess Incident

The supervisor dispatched to the site is the focal point at the incident scene. This individual has the following set of responsibilities:

- Assess the condition at the scene
- Coordinate all activities and be in charge until the MARTA Police Department or Fire Department arrives, and then coordinate incident management with them
- Provide protection to vehicle movement
- Address passenger needs
- Cooperate with outside agencies
- Establish a communications command post at the scene
- Keep the Designated Control Point informed of activities and developments

6.4 Determine Action Plan

Based on information received from the supervisor at the scene, the Designated Control Point will determine the action required. In this capacity, this individual shall evaluate and execute one or a combination of protective actions, and other actions to control:

- Vehicle movement
- Third rail power
- The ventilation system
- Passenger evacuation
- Alternate service
- Restoration plan development

6.5 Communication and Coordination Key Factors

The Federal Transit Administration's Critical Incident Management Guidelines, "Transit Agency Notification Procedures," provide a list of key factors for successful communication and coordination during emergencies.

Following these factors will enable improved emergency response. They can be summarized as:

- Define roles and responsibilities for all operating personnel
- Assign responsibility for decision-making regarding the need for outside support
- Assign responsibility for requesting outside support
- Provide information to decision-makers regarding the resources required and how to obtain those resources (see MOUs, Section 5.0)
- Determine the private sector resources (location, availability) needed for response to a range of incidents (see MOUs, Section 5.0)
- Assign responsibility for keeping and maintaining MOUs

6.6 Tools to Assist in Communication

To further enhance communication in emergency situations, MARTA personnel should refer to:

- Books of Rules
- Pocket phone cards
- Master phone list
- Operating procedures

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SECTION 7

DISASTER PLANNING

7.0 DISASTER PLANNING

Many of the situations requiring emergency management at MARTA involve circumstances closely related to MARTA's normal operations; these are discussed throughout this document. But MARTA is an integral part of the infrastructure of the greater Atlanta Metropolitan Area and, as such, can be involved in a disastrous event on its property or called upon to assist in a disaster affecting the area. Both of these occurrences may have consequences or require responses above and beyond MARTA's normal mission.

Examples of such events have been divided into two broad categories:

- Events of Limited Consequence - events that MARTA can generally manage independent of outside assistance, including:
 - Power outages
 - System Safety failures
 - Telecommunications failures
 - Heating/cooling system failures
 - Emergency notification system failures
 - Major vehicle losses
 - Loss of major supply facilities, such as fuel depots
 - Strikes
 - Service changes
- Events of Major Consequence - those likely to require outside support, including:
 - Hazardous material incidents
 - Nuclear, biological, chemical (NBC) incidents
 - Terrorism
 - Bomb incident
 - Major structural failure

In addition, weather conditions and other natural disasters can cause events in both categories, depending upon severity. These include hurricanes, tornadoes, floods, major winter storms, and earthquakes.

Planning for such events encompasses both our anticipated need to maintain service to the extent possible and the possibility that we may be called upon by other agencies in the region to provide assistance to them.

7.1 A System Safety Approach to Disaster Planning

The discipline of System Safety establishes a formal set of steps for the elimination of hazards. MARTA will apply these steps in its Disaster Planning:

- Potential disasters and their impacts will be considered in the design of systems and subsystems. Such strategies as hardened facilities and seismic and wind resistant construction are examples.
- If they cannot be fully anticipated in design, the impacts of disasters will be mitigated through deployment of equipment and safety devices. These may include sprinkler systems and speed control devices.
- If they cannot be mitigated by equipment, warning devices will be employed to signal danger, including alarms, closed circuit cameras, and public address systems.
- Impacts remaining after the deployment of the above techniques must be mitigated by procedures. These procedures supplement those required to deploy, maintain, and utilize the preceding strategies.

Disaster planning is a long-term activity that begins with the planning of each new component of MARTA's system and continues into the development and implementation of procedures to use each system component.

7.2 Disaster Preparedness through Design and Engineering

The first three elements of the System Safety model, above, are part of the system safety reviews of the construction of new facilities and the deployment of new equipment. Such reviews are covered in MARTA's System Safety Program Plan.

7.3 Existing Procedures for Disaster Response and Recovery

MARTA has emergency response procedures that will effectively address elements of many disasters and the potential rail and bus related consequences. They include:

- Removal and Restoration of Third Rail Power
- Passenger Evacuation from Trains and Buses
- Crowd Control at Stations
- Fire and Smoke at Various Locations
- Train Derailment
- Response to Accidents and Injuries
- Floods
- Collisions
- Severe Weather: Tornadoes, Earthquakes etc.

In addition, the standard operating procedures discuss two other situations:

- Threats via telephone
- Sabotage (on becoming aware)

7.4 Additional Planning Activities

For each of the situations identified in Section 7.0, MARTA will develop:

- an assessment of needs
- identification of potential sources of assistance
- preparation of formal or informal cooperative agreements with these potential sources of assistance

7.5 MARTA's Community Disaster Assistance

MARTA can assist in mitigating the impacts of disasters that strike the region by providing personnel, services, and facilities. Among the capabilities MARTA could make available to other agencies are:

- MARTA vehicles to:
 - Move large numbers of people, personnel, equipment, and supplies
 - Act as barriers to contain crowds
 - Protect people from adverse weather conditions
 - Provide temporary shelter
- MARTA station and tunnel facilities to:
 - Provide shelter
 - Protect people from adverse weather conditions
- MARTA emergency management expertise to assist local organizations and participating agencies in:
 - Incident management and public communication
 - Assessment of existing emergency response procedures
 - Development of plans to improve procedures

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SECTION 8

INCIDENT MANAGEMENT

8.0 INCIDENT MANAGEMENT

As has been stressed throughout this document, MARTA's management of emergencies begins long before an incident occurs. Planning, development of procedures, training, and logistical preparation will have already taken place.

This section of the Emergency Management Plan discusses specific incident management issues in the context of that prior preparation. It presents a generic scenario for an emergency incident and relates it to the emergency response procedures and activities that are part of MARTA's System Safety Program.

8.1 Definition/Detection

As a formal matter, all emergencies begin with an abnormal occurrence coming to the attention of a MARTA employee. This can occur as the result of a safety alarm, an observation of a malfunction or dangerous condition, or the report from a passenger or other individual.

It may be the case that the situation is not really threatening or can be immediately resolved by the notified employee. Or it may require action as described below.

The thresholds and guidelines for action and notification are provided in emergency response procedures.

8.2 Notification

As specified in emergency response procedures, all abnormal occurrences exceeding the specified level of hazard must be reported to the Designated Control Point, with the employee standing by for further instructions.

8.3 Initial Response

Certain circumstances may call for immediate action by the employee. These include such actions as assisting a fallen or injured passenger who can move with such aid out of harm's way; extinguishing a minor fire; or alerting passengers of an impending danger.

8.4 Response and Assessment by MARTA and/or Emergency Response Agencies

Once the Designated Control Point has received notification of an emergency and has determined that it exceeds the threshold for additional action, a sequence of notifications must be made as specified by the appropriate procedures. These include notification of appropriate police and fire agencies; rescue or ambulance services, as required; and specified Departments at MARTA.

These notifications must be logged with date, time, person contacted, and nature.

8.5 Command Post

If an incident is of sufficient seriousness, and a sustained on-site effort will be necessary, a command post must be set up at the site. The individual in charge of the emergency will operate from this location and it will house the communications effort for the duration of the incident.

The requirements for the Command Post include secure, controlled access, availability of communications, and proximity to any rescue and restoration activities.

Minor emergencies can often be controlled from a remote site or the offices of MARTA or another responding agency, but the efforts of all participating agencies must be coordinated through that central location.

8.6 Emergency Countermeasures

The combined efforts of MARTA and all participating emergency response agencies constitute the "emergency countermeasures." These will address rescue, evacuation, first response medical attention, extinguishment of fires, and other activities appropriate to the protection of life and property.

The countermeasures appropriate for each type of emergency and the procedures for carrying them out are included in the Emergency Response Procedures.

8.7 Public/Media Information

As discussed in Section 10 (Public/Media Information) of this plan, the public has a need and a right to be informed about the emergency. The information serves two functions.

First, it informs the public about an important event, one that may involve harm to persons they know or facilities they use. Second, it informs passengers who may be about to enter the system that there are problems and that they might seek alternative means of travel. This, in turn, may assist the emergency response effort by reducing crowds at the site.

A central, authoritative contact for the media must be set up at the Command Post. The emergency response procedures and Section 10 of this document further detail this important activity.

8.8 Resolution and Verification

Once the situation has been brought under control, a determination will be made that the emergency is resolved and certain activities can return to normal. As described in the emergency response procedures, it is critical that the Incident Commander make the determination, which involves consideration of all relevant information. Numerous tragic examples of premature restoration of power are present in safety literature; often, what looks safe from one location remains hazardous from another.

8.9 Investigation

An integral component of emergency response is the gathering of information to be used in the subsequent investigation of causes and assessment of response, and prevention of another occurrence.

To the extent possible without interfering with the rescue and mitigation efforts, data should begin to be gathered immediately.

It is the sole responsibility of the MARTA Police Department to investigate criminal incidents. Other incidents will be investigated by the Office of Safety.

8.10 Restoration of Service

As quickly as is practical after the emergency has been resolved, efforts must be made to restore service. For those sections of the system that are not directly involved in the emergency, service should be restored immediately.

For the balance of the system, as indicated in Section 8.8, above, an authoritative decision must first be made that the emergency has indeed been resolved. Restoration efforts should then begin, but with considerable caution, since some hazards may yet exist.

8.11 Debriefing

With the substantive issues resolved, including the initial causes, restoration of safe conditions, medical attention to the injured, protection of property, and restoration of service, participating individuals should be debriefed with respect to all aspects of the emergency. Under some circumstances, this should be done immediately after the situation is resolved. In others, it may be necessary to debrief participants later. For large or highly serious incidents, formal debriefings, hearings, and sworn testimony may be required.

It is important, however, to obtain information as quickly as possible.

This information will provide important insights for the accident/incident investigation and emergency response assessment.

8.12 Employee Assistance

MARTA employees involved in accidents/incidents or in the response to them may suffer emotional effects as well as physical injury. The resources of MARTA's Employee Assistance Program (EAP) will be utilized to assist personnel in mitigating such emotional effects. For major accidents, where loss of life or serious injury occurs, EAP personnel may be called to the scene to help at the site. They will also provide follow-up services.

8.13 Reports

A formal report and a written assessment of the emergency response performance must be prepared for every accident/incident. The accident/incident will not be considered closed until the required report is accepted as final by the Director of Safety.

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SECTION 9

INCIDENT EVALUATION

9.0 INCIDENT EVALUATION

The management of emergencies is intended to be a living discipline at MARTA. Accordingly, our Emergency Management Plan is a "living document" that is constantly being improved. Among the primary sources for this improvement are the lessons learned during response to actual incidents.

This section of the Emergency Management Plan discusses the formal and informal mechanisms for evaluating incidents. The means for incorporating such evaluations into the Plan and other MARTA procedures is covered in Section 13.0, Plan Management.

It is our goal, here, to systematize, to the extent possible, a process for capturing *all* ideas for improvement of emergency response and for reviewing those ideas. This, in turn, will lead to the implementation of changes that will improve our response.

9.1 The Incident Evaluation Process

Incident evaluation can be divided into five steps:

1. Acquisition of information
2. Assessment of information
3. Creative exchange of ideas
4. Critical review
5. Preparation of an action plan

This process will proceed in parallel with the preparation of a formal Accident/Incident Report, and each process may assist the other. For emergencies of limited scope or impact, the two activities may be combined, and some of the above-mentioned five steps may merge.

The discussion of each step provided below is intended to guide a process whose goal is an open, honest evaluation of emergency response that can be a basis for improvement of MARTA's emergency response process.

9.2 Acquisition of Information

It is important to capture the recollections of participants as soon as possible after an incident. Under some circumstances, interviewing participants and recording their statements is all that is necessary; in others, it will be valuable to utilize a written incident evaluation questionnaire or similar tool.

The process should include participating agencies.

Unless the incident is a minor one, this gathering of information is usually separate from that carried on as part of the Office of Safety's accident/incident investigation. In later steps, as described below, the information gathered will be subjected to critical reviews by internal MARTA departments and by outside participating agencies.

9.3 Assessment of Information

Materials gathered must be evaluated for accuracy, relevance, and significance, but the assessment step must be open-minded in order to provide a broad basis for the development of recommendations.

Individuals contributing information will have widely disparate backgrounds; they will have viewed the incident from very different perspectives; and they may have individual and/or organizational agendas to advance. Some conflicting observations may be resolvable; others should be carried forward to the next step to stimulate discussion.

9.4 Creative Exchange of Ideas

The information assembled on response to an incident should be subjected to a wide-ranging discussion, with no responsible proposal for improvement rejected in advance. It is, of course, possible that an incident was responded to perfectly, and that no improvement is called for, but this unlikely conclusion is valuable as well.

All participating agencies should join in this process, if possible, by representation at a round-table meeting. Among the activities that shall be included are:

- Review of interagency relationships and potential misunderstandings
- Review of the usage of procedures and emergency equipment by MARTA and participating agencies
- Review of coordination between MARTA and other participating agency personnel
- Review of chains of command, decision-making, and lines of communication
- Review of the adequacy of training in procedures and equipment
- Identification of equipment that would have been useful were it available during the incident
- Review of any innovations that developed during the incident

Resulting suggestions for improvements in emergency response should be reported on, including relevant pros and cons.

9.5 Critical Review

Any recommendations arising from a round-table meeting must be subjected to a full system safety review that will explore the impacts of those recommendations on other factors at MARTA, including operational issues, training, and other emergency procedures. This review should proceed as provided for in the System Safety Program Plan.

9.6 Preparation of an Action Plan

The surviving recommendations may simply involve changes in notification procedures or activities in particular types of emergencies, or they could require procurement of new equipment, development of new relationships with external agencies, or extensive changes to the way we conduct portions of our daily work

An action plan must be prepared that is appropriate to the recommended changes. New equipment will require new procedures, and new procedures will require training and documentation. Changes in interagency relationships may require numerous meetings at several levels and the development of written or informal protocols.

Whatever the requirements of the action plan, they should be documented with clear milestone dates for the completion of implementation steps.

A mechanism for regular review of the implementation should be put in place under the authority of the Director of Safety.

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SECTION 10

PUBLIC/MEDIA INFORMATION

10.0 PUBLIC/MEDIA INFORMATION

The important, on-going function of media relations and keeping the public informed is the responsibility of the Communications Officer. During emergency conditions, this role becomes even more critical to the successful management of an emergency incident.

There is a bidirectional nature to public information, with the media seeking to obtain as much information as it can on the dramatic story that may be unfolding, and MARTA seeking to provide accurate information to the public, both about the incident itself and about alternative service and the pending restoration of service.

Thus, the media plays an important role during an emergency: they provide information to the public at large about the steps being taken, the effect on MARTA service, and the expectation of when service will be restored. The media thus assists MARTA in satisfying the public's "right to know" and communicating important public service information.

Properly planned and organized, the media handling of an emergency incident will maintain the public confidence in MARTA and its ability to manage events, even an emergency.

Yet, the media can have a negative effect on the public's perception of MARTA. It can broadcast erroneous or unconfirmed information, adding to public inconvenience or anxiety. It can fail to broadcast information that MARTA wants its riders to know, and it can help undermine public confidence in MARTA's ability to handle emergencies.

This section describes how we manage our media and public communications preparedness for emergencies, including:

- Organizations involved in public/media information distribution
- Communication contacts at each organization
- Types of information-sharing situations
- Proactive public and media relations

- Media relations - a "primer" to plan for an emergency incident
- Reactive public and media relations during an emergency incident
- Working with the media - reminder guidelines

10.1 List of Organizations for Public Information Contact

MARTA's role in handling the media for an emergency incident is three-fold: (1) preparing the Communications Officer and those of participating agencies for a joint effort; (2) following guidelines in handling media matters; and (3) presenting as an expert in the field.

The first task in planning the public/media information function is to identify public information contacts at each of the following organizations:

- All media organizations that might participate in an emergency incident, including:
 - Radio outlets
 - Television outlets
 - Print media
 - On-line service providers
- Participating emergency response agencies, including police, fire departments, and others
- Public and major private agencies whose services may be affected by the incident, including airports, sports and entertainment venues, and major employers

10.2 Contacts at Organizations

At each organization identified, a current, authoritative contact must be established with 24-hour availability.

It is incumbent upon MARTA to assure that this list of contacts is accurate and up-to-date. For each agency, it must include:

- Name
- Title
- Office phone number (direct dial if available)
- Administrative assistant's name and number
- Fax number
- Home phone number
- Cell and/or beeper number
- E-mail address (if any)

10.3 Types of Information-Sharing Situations

There are two distinct categories of information that should be distributed. The first category is proactive: what can MARTA and participating agencies do in advance of an emergency incident that can assist during that incident. This includes positive public safety awareness programs, development of contacts at key media organizations, and fostering of trust regarding distribution of information and actual information provided.

The second category is reactive and deals, primarily, with public information issues once an incident has occurred.

10.4 Proactive Public and Media Relations

There are two main groups to educate prior to an emergency situation: the public and the media.

10.4.1 Proactive Public Relations

MARTA will utilize three primary methods to educate the public regarding safety and emergency issues:

1. **Passenger Safety Awareness Programs** - The goal of passenger education is to make passengers aware of how to avoid accidents and emergencies and what to do when they occur. This education will be accomplished indirectly through the distribution of brochures and the posting of signs and information in MARTA vehicles and stations.

The information posted will include the following instructional "how-to's":

- how to recognize an emergency situation
 - how to operate emergency-related equipment such as vehicle doors and emergency exits (windows, doors, etc.)
 - how to recognize the special needs of other passengers (children, disabled, elderly) during emergencies
2. School Safety Programs - MARTA will conduct regular school safety programs in the communities it serves. These programs will educate children, from lower school and middle school through high school, about safety hazards; it will describe the "how-to's," described above; and it will answer their questions about safety issues in general.
3. Public Involvement in Simulation Drills and Exercises (also see Section 12.0) - By involving key community groups, leaders, and schools in simulations and emergency preparedness exercises, the public awareness of emergency incident management issues increases significantly. MARTA also benefits from the involvement of a diverse age-group (teens to seniors) to gather information concerning the emergency needs of various ages. Such activities, as discussed below, are generally "positive" media events as well.

10.4.2 Proactive Media Relations

MARTA will utilize two mechanisms to educate and involve the media in a positive way:

1. Informational Briefings - These briefings will teach the media about the MARTA system. They will build, among the media personnel who cover MARTA, an understanding of its operations, priorities, and procedures, and thus allow them to better understand the activities undertaken during an emergency. The briefings also assist in strengthening relationships between MARTA management and the media and may be used to introduce the media to MARTA's Emergency Management Plan.

2. Involvement in Simulations and Drills - Simulations, drills, and other rehearsals for emergencies are excellent opportunities to educate the media about how MARTA will respond to such events and what the media can expect. They have the added benefit of presenting MARTA in a positive light, since the agency is seen educating itself about how it will perform.

All MARTA senior operating personnel will be given basic guidelines for working with the media. Those staff members likely to interface with the media shall be appropriately trained.

10.5 Reactive Public and Media Relations during an Emergency Incident

As outlined in Section 8.0, when an emergency occurs, the Incident Commander coordinates a multi-agency response to the incident. Working with a designated person from each agency, the Incident Commander leads the team in its real-time decision-making.

Among the major responsibilities of the Incident Commander is to determine the substantive details of the incident to communicate to the media. In this effort, the Communications Officer will determine, in concert with the Incident Commander, what details can be communicated. It is then the responsibility of the Communications Officer to follow through on getting the information out to the media and the public.

The hectic nature of emergency conditions makes pre-planning essential in dealing with the media. Among the activities that may be required are to:

- Prepare a summary statement as soon as possible after the crisis begins that can be utilized for early responses. The absence of information can create problems. This statement will fill the void and satisfy the media need for initial information.
- Ensure that enough Communications Office staff is at the scene, at headquarters, at the Designated Control Point, and at the Emergency Operations Center.
- Learn from the media what information they have acquired, and correct any misinformation or speculation that they have obtained from other sources.

- Maintain continuous contact with the Incident Commander. Provide regular updates to the media, even if there is no new information.
- Set rules for the media regarding access to site and personnel. Explain that operating personnel are trying to control the incident and restore service and therefore are not generally available for comment. Control the site including:
 - Organizing the effort to give TV and print photographers access as close as possible to the emergency scene
 - Maintaining awareness of all media at the scene and at press briefings
 - Monitoring press briefings and news conferences for questions that staff can begin to verify or investigate
 - When releases are prepared, distribute copies to all media; use electronic or fax distribution as arranged

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SECTION 11

ADA CONSIDERATIONS

11.0 ADA CONSIDERATIONS

MARTA, like other transit systems, has improved accessibility for elderly and disabled persons. These individuals, who may use wheelchairs or other personal assistive devices or who have visual impairments or medical, physical, or mental conditions, can now move within rail and bus transit facilities with little additional difficulty.

However, while they may have sufficient presence and mobility under normal circumstances, they may not be able to move with the speed, agility, and sureness needed to evacuate transit vehicles or structures safely and quickly during emergencies.

In the past, transit system emergency planning has tended to focus on the general public. The elderly and disabled present particular difficulties because of limited mobility, health conditions, or other conditions unrelated to the emergency.

In recognition of the need to consider the special requirements of elderly and disabled passengers, we have developed a three-part approach:

1. The fostering of an understanding of the characteristics of elderly and disabled individuals and their special needs
2. Carefully planned emergency response procedures based on the understanding of these needs
3. Special training of transit and emergency response personnel to ensure the swift and efficient evacuation (if necessary) of elderly and disabled passengers involved in an emergency

11.1 Characteristics and Needs of Elderly and Disabled

During a rail transit emergency, the type of response and decision as to whether to evacuate elderly and disabled passengers may be affected by one or more of the following considerations:

- the type of emergency

- extent of the emergency response procedures required
- mobility limitations, communications ability, and health conditions of elderly or disabled passengers
- location of the emergency, including the type of facility, structure, or vehicle involved
- type of and amount of equipment available for evacuation
- training and skill levels of available transit and other emergency response personnel

The particular hazards that specific emergency response scenarios pose for elderly and disabled passengers will be incorporated into emergency response procedures and training.

Characteristics - Elderly and disabled persons vary considerably in mobility, communications ability, and other faculties. They may be:

- Able to walk without assistance
- Able to walk with the use of a cane, a walker, or crutches
- Wheelchair users
- Visually impaired
- Hearing impaired
- Speech impaired
- Mentally impaired
- Some combination of disabilities

Needs - During an emergency, elderly and disabled persons may therefore experience some degree of difficulty performing any of the following:

- Going up or down stairs, inclines, or ladders
- Stooping, kneeling, or crouching
- Walking long distances, even at a very slow pace
- Crawling
- Waiting or standing
- Moving in crowds
- Sitting down or getting up
- Reaching for, handling, or grasping objects
- Moving dynamically (i.e., running, jumping, or reacting instantly)
- Moving within confined spaces
- Establishing accurate depth perception
- Communicating (i.e., understanding instructions and making their own needs understood)

The specific emergency response procedures developed and implemented by MARTA will take these factors into account, both as they affect the elderly and disabled and as they affect other passengers on the system.

11.2 Assessing the Need for Special Emergency Response Procedures

In an emergency, it is useful to assess the extent to which special accommodations will need to be made for elderly passengers and individuals with disabilities.

Among the factors to be considered are:

- What type of emergency is present (train derailment, vehicle collision, fire, passenger injury, etc.)?
- Is the emergency on a bus, on a train, or in a station? If on a train, is the train at grade, on elevated track, or in a tunnel? If in station, is the station at grade, elevated, or underground?
- How many elderly and disabled persons are on board or in the station?
- Where are the elderly and disabled passengers located on the vehicle, or on a train, in which car?
- What are the specific disabilities of each person?
 - Limited or no mobility
 - Visual or hearing impairment
 - Hidden disability, such as a medical condition or limitation
- Are passengers able to understand oral directions? Are transit or emergency response personnel able to communicate by written means or with hand signals?
- What kinds of special equipment is available at the scene or must be brought in? Who provides this equipment?
- What is the nearest access point for the rail transit and emergency response personnel and egress point through which to evacuate?
- How many MARTA personnel are immediately available at the scene?
- Who decides in what order the elderly and disabled are evacuated and on what basis?
- Who coordinates the evacuation: MARTA personnel or emergency response organization personnel?

Based on the needs of the elderly and disabled and in view of the circumstances of a particular emergency, MARTA and participating emergency response organization personnel will act in the most reasonable manner. Regardless of the situation, some general guidelines can be useful. They are intended to assist MARTA and emergency response organization personnel in dealing with a range of potential situations. These guidelines must be adapted to meet the specific needs of particular elderly and disabled passengers and the particular type and location of the emergency.

- If possible, all passengers involved in an emergency should be asked to state and describe any disabilities or medical conditions to avoid aggravation of these conditions.
- Transit and emergency response personnel should look for passengers who may require medical treatment for conditions that are not directly related to an emergency and that may not be readily discernible, such as diabetes and epilepsy. The most obvious source of personal medical information is medical tag alerts.
- Transit and emergency response personnel should be aware that an apparently severely distorted limb or apparent dismemberment may only be an artificial limb or other prosthesis.
- Appropriate transit and emergency response personnel should be familiar with basic procedures for communicating with persons who have visual, hearing, mental, and speech impairments.
- Emergency response personnel should be familiar with the various techniques for carrying passengers who are paralyzed or who have other mobility limitations to avoid further injury.
- During inclement weather, additional factors may affect the mobility of elderly passengers and those with disabilities.
- If possible, an alternate evacuation route should be designated in advance in case the original route cannot be used by elderly and disabled passengers.

- Assistance from able-bodied passengers may be available to assist elderly and disabled passengers.

11.3 Training for Elderly and Disabled Passengers

Assisting elderly and disabled passengers during a transit emergency requires awareness of the special needs of this population and training in certain special skills.

MARTA's safety and emergency response training includes:

1. Identifying, understanding, and addressing the particular needs of elderly and disabled passengers
2. Implementing the applicable evacuation procedures, as required
3. Making use of special procedures and equipment as available to assist in the evacuation of these passengers
4. Special techniques for communicating with individuals who have communications disabilities

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SECTION 12

TRAINING AND EMERGENCY PREPAREDNESS DRILLS

12.0 TRAINING AND EMERGENCY PREPAREDNESS DRILLS

This section outlines the process for making all MARTA employees aware of MARTA's emergency policies and procedures. All employees are vital elements of the emergency response strategy.

Training for emergencies is important because it provides an awareness of what may be encountered and how each MARTA employee can work effectively to avoid or lessen the impact of an incident.

This training will accomplish several objectives, among them:

- Develop response skills in MARTA and participating agencies and organizations during an emergency incident
- Familiarize personnel of participating agencies with the equipment, policies, and procedures of MARTA, and MARTA employees with those of the participating agencies
- Create a multi-organizational approach that can be effective in emergency situations

12.1 Types of Training

The following types of training will assist MARTA and participating agency personnel in the Emergency Management Plan in developing the knowledge and skills required to provide effective emergency response.

12.1.1 Introduction to the Emergency Management Plan

This training will familiarize personnel with the objectives of emergency response planning, the living nature of the emergency planning process and this document, and the responsibilities of all personnel in improving emergency response at MARTA.

12.1.2 Emergency Awareness Training

A critical component of emergency response is the awareness of respondents that things are different in an emergency. Timing is critical, equipment may no longer perform in intended ways, individuals may panic, and all activities may have increased risks associated with them.

While no training can anticipate all of the circumstances that may arise, simulations and table top drills can assist in making us aware of conditions during emergencies. They can also offer improved response techniques that can be implemented into procedures prior to an incident occurring.

Such training will include familiarization with the needs of passengers, including those injured in the accident, those with impairments, and those who, out of fear, may behave abnormally.

12.1.3 Training in MARTA Emergency Response Procedures

Every employee coming to MARTA receives safety training in accordance with the System Safety Program Plan. This training includes training in MARTA's emergency response procedures. As stated in Section 12.1.5 below, training will be periodically repeated.

12.1.4 Specialized Training

Certain individuals, in accordance with their likely roles in an emergency, will receive specialized training in certain aspects of the MARTA system and their relationship to emergency response. This training will be especially important for some external agencies.

For example, responding fire departments will have to be familiar with techniques for entering disabled vehicles and assuring that the third rail is de-energized. Emergency response personnel must know how to access MARTA sites by the best routes.

12.1.5 Refresher/Retraining

MARTA's System Safety Program Plan sets forth requirements for re-training in safety and emergency response. This training will introduce new material that has been developed since the last training session; it will also review other subject matter.

12.2 Who Will Be Trained

It is anticipated that every MARTA employee will in the future receive basic training in safety and emergency response. In addition, MARTA will provides training to members of external responding agencies. The external agencies will also participate in simulations and drills. Among the agencies that may participate are:

- Police Departments
- Fire Departments
- EMS Organizations
- Public Utilities
- Hospitals/Medical Centers

Other agencies for which training will be provided include:

- Georgia Department of Transportation
- Georgia Department of Labor
- Local government agencies
- Special agencies (e.g., Salvation Army)
- Providers of transportation and services to the elderly and impaired
- Members of the media

12.3 Training Methodologies

Methods to be used in this training will include:

- Classroom Instruction - This is part of MARTA's initial safety training program and refresher course.

- **Vehicle and Equipment Familiarization** - This training begins with classroom introduction to the vehicles, equipment, and right-of-way, and is supplemented with field work using actual equipment.
- **Emergency Preparedness Drills and Simulations** - This is discussed in more detail in Section 12.5. Techniques that will be used include:
 - **Tabletop Simulation Exercises**
 - **Walk-Through Drills:** members of MARTA and participating agencies actually perform emergency operations
 - **Functional Drills:** testing a specific function such as initial notification, incident management center communication set-up, communications procedures
 - **Full Scale Exercises:** Simulation of a real-life emergency involving all MARTA functions and participating organizations as outlined in this plan

12.4 Recordkeeping

It is necessary that the safety and emergency response training history of each trainee be maintained. Since this is normally the responsibility of the Human Resources Department, procedures will be developed to keep the Director of Safety informed of new hires and staff requiring refresher training.

The Director of Safety will be responsible for proactively seeking training of participating external agencies, in both formal training elements and simulations and drills.

12.5 Emergency Preparedness Drills

Simulated emergencies and other drills offer an opportunity to expose personnel to some of the situations they will encounter during actual incidents. They present a unique opportunity to test several aspects of MARTA's emergency response procedures.

The involvement of many participating agencies during these drills and exercises will create a more accurate atmosphere and will test joint response capability on numerous dimensions.

These drills and exercises benefit the emergency response program by:

- Reinforcing classroom training
- Teaching operating personnel to address the unique demands of an emergency and follow-through with the appropriate response
- Verifying the notification process and the on-going communication capability among the various participating agencies
- Testing the emergency procedures
- Providing an opportunity for a critical review of performance

12.5.1 Frequency

Emergency drills will be scheduled in accordance with the provisions of the System Safety Program Plan, with a variety of types of exercises conducted. Cooperative efforts with external agencies will also be planned.

12.5.2 Full-Scale Drill Participants

Many drills involve only those functional groups associated with testing a particular skill or procedure. However, full-scale exercises afford the opportunity to work as closely as possible to actual emergency conditions. Thus, it represents the best test of inter-organizational coordination.

A full-scale drill also permits the involvement of a wider range of MARTA personnel and other individuals, creating public awareness, and demonstrating to the media and other outside observers how MARTA's emergency response program can work.

It is valuable to have MARTA's senior management represented at major simulations. This gives them the opportunity to observe the program in person, and it sends a message to the staff as to the importance of these events. In addition, volunteers from every department should be sought for participation in drills.

Other groups may benefit from attendance and will be encouraged to attend. These include:

- Media
- Volunteer Organizations
- Schools
- MARTA Board Members
- Government Officials

The exercise may utilize some of these invitees as actors to play victims involved in an actual emergency.

12.5.3 Equipment Task Performance Evaluation

Drills and exercises are the best method for testing the types of equipment that will be needed for a particular emergency condition. The post-exercise assessment of equipment function should include an examination of how well MARTA engaged in:

- Locating the equipment and the right amount of it
- Transporting the equipment to the scene
- Positioning the equipment to perform its task
- Testing the operator's ability to handle the equipment
- Performing all of the above under time expectations and standards

12.5.4 Drill and Exercise Assessment

In addition to the assessments performed on specific equipment, a broad assessment of performance of the entire response effort must be carried out. This process is similar, in detail, to that of Incident Evaluation (Section 9.1, of this plan). The conclusions and recommendations, if any, must be incorporated into a revised emergency response procedure in accordance with an action plan that includes milestones.

12.6 Training Aids

The training process may be facilitated by using techniques and tools to assist personnel in remembering and performing their emergency duties. Examples of such facilitating aids are:

- Checklists
- Notification trees
- Laminated cards
- Innovative signage for vehicles
- Decision-trees
- Call list and phone numbers
- Emergency Operations Center requirements
- Simple forms for activity documentation

Not only can such training aids be used in teaching, but they can assist staff in actual emergencies. Care must be taken, however, that dated information is not kept in use (for example, using old contact lists can delay response).

12.7 Training Program Review

The training program will be reviewed semi-annually in the first operating year, and annually thereafter. This review will be conducted by a multi-department team from appropriate departments. The effort will be headed by the Director of Safety.

The review is intended to accomplish the following objectives:

- Review changes in the training program that have been implemented since the last formal review. Such changes will include those necessitated by changes in MARTA's equipment, right-of-way, routes, or procedures
- Review any deficiencies that have become apparent since the last formal review
- Develop a plan of action to correct such deficiencies
- Agree to the training objectives for the coming year
- Create a schedule for accomplishing those objectives
- Assign clear responsibilities for any action plan step
- Agree on next steps

Minutes of the meeting will be distributed to attendees and to appropriate members of MARTA Departments and external agencies.

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SECTION 13

PLAN MANAGEMENT

13.0 PLAN MANAGEMENT

This document, the MARTA Emergency Management Plan, is a controlled document handled in conformance with MARTA's requirements for such documents. These include numbering of copies and revisions, provision for destruction of obsolete sections, and signing by designated MARTA Department heads.

The Director of Safety is responsible for the Plan's timely revision and distribution.

This section discusses the maintenance, revision, and distribution of the plan so as to assure that it is accurate, up-to-date, and available throughout MARTA.

13.1 Maintenance

This Plan must be reviewed periodically to see that specific information it contains is correct and comprehensive.

13.2 Revision

Formal revision of the Plan may be required as a result of factors uncovered through the Incident Evaluation Process (see Section 9.1). This process, more thorough than that anticipated in Section 13.1, requires the evaluation of all potential ramifications of changes and a formal system safety review.

13.3 Distribution of the Plan

The Director of Safety, in conjunction with Documentation Control/Configuration Management Services, is responsible for the distribution of this plan and all updates.

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SECTION 14
REFERENCES

14.0 REFERENCES

The following MARTA documents, mentioned in Sections 1 through 13 of this Emergency Management Plan, are references to be consulted for additional information:

- Compilation of Useful Information for Emergency Services
- Department of Transit Operations Bus Maintenance Division Safety Rules
- Guide to Responding to Major Accidents/Incidents in the MARTA Rail System (August 1994)
- Bus Book of Rules (Manual of Instruction, Operating Rules, and Discipline Code; Department of Transit Operations Bus Transportation Division; Revised Edition 1987)
- Rail Book of Rules (Division of Transportation Operating Rules and Department of Rail Services Code of Conduct and Standard of Excellence; May 24, 1996)
- System Safety Program Plan (Original date August 1975; latest version, Revision 8, July 1999)
- System Security Program Plan (December 1997)